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THE ADMINISTRATION OF ADULT BASIC EDUCATION, A MANUAL OF TRAINING MATERIALS.

NATIONAL EDUCATION ASSN., WASHINGTON, D.C.
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TRAINING MATERIALS, DEVELOPED FOR THE 1967 SUMMER INSTITUTES FOR ADMINISTRATORS OF ADULT BASIC EDUCATION PROGRAMS, ARE PRESENTED IN TWO PARTS--(1) CASE STUDIES DEVELOPED AROUND EVENTS COMMONLY OCCURRING IN THE ADMINISTRATION OF ADULT BASIC EDUCATION PROGRAMS, AND (2) PROGRAM GUIDELINES MEANT TO SUGGEST APPROACHES TO HANDLING SPECIFIC SITUATIONS. THROUGH ANALYSIS AND DISCUSSION OF THE CASE STUDIES, PARTICIPANTS IN ADMINISTRATIVE INSTITUTES CAN ARRIVE DEDUCTIVELY AT GUIDELINES OF THEIR OWN THAT ARE APPLICABLE TO THEIR PROGRAM AND COMMUNITIES. DISCUSSION AND ANALYSIS OF PREEXISTING GUIDELINES MAY ASSIST PARTICIPANTS IN COMPARING THEIR OWN EXPERIENCES WITH COMMONLY ACCEPTED PRINCIPLES OF ADMINISTRATIVE PRACTICE. CASE STUDY TOPICS ARE--BRINGING ABOUT A CHANGE IN A HIERARCHY, EDUCATIONAL TECHNOLOGY, INTERAGENCY COOPERATION, AND COMPREHENSIVE EDUCATIONAL PLANNING. GUIDELINES ARE--THE DEVELOPMENT OF AN ADVISORY COUNCIL, THE EFFECTIVE ADMINISTRATION OF ADULT BASIC EDUCATION PROGRAMS, THE USE OF PARAPROFESSIONAL PERSONNEL, AND THE USE OF COMMUNITY RESOURCES. (AJ)

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ADMINISTRATION OF ADULT BASIC EDUCATION PROGRAMS

A Manual of Training Materials

PREPARED FOR THE
U.S. OFFICE OF EDUCATION
DIVISION OF ADULT EDUCATION BY
THE NATIONAL ASSOCIATION FOR PUBLIC SCHOOL
ADULT EDUCATION

THE NATIONAL UNIVERSITY EXTENSION ASSOCIATION

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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THE ADMINISTRATION OF ADULT BASIC EDUCATION

A Manual of Training Materials

Prepared under Grant No. OEG2-6-061894-1894
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ADULT BASIC EDUCATION BRANCH
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FOREWORD

The training materials included in this publication have been specifically developed for the 1967 summer institutes for administrators of adult basic education programs. They were prepared by the National Association for Public School Adult Education under its contract with the National University Extension Association.

The materials are presented in two parts. First, there is a series of case studies which have been developed around events occuring in the everyday reality of administering a program of adult basic education. Second, there is a series of program guidelines. The guidelines are meant to accomplish what the name implies--suggest general approaches to handling specific situations which frequently arise in the administration of local programs of adult basic education.

The case studies and the guidelines attempt to provide similar instructional experiences, but by different routes. Through analysis and discussion of the case studies, it should be possible for participants in the administrative institutes to arrive deductively at guidelines of their own, that are particularly applicable to their own program and communities. On the other hand, a discussion and analysis of pre-existing guidelines may assist participants in the institutes in a comparison of the reality of their own experiences with commonly accepted principles of good administrative practice.

To make the fullest possible use of these materials, we suggest that each participant read the case studies and the guidelines in their

entirety as early in the institute as possible. This reading will help suggest problems--and approaches to problem solving--that can then be discussed more fully with other participants and with the staff during the institute program.

The staff of the National Association for Public School Adult Education is indebted to many adult basic education administrators who submitted materials from which the case studies and guidelines were developed. Maurice Iverson and Herb Nichols of the National University Extension Association assisted in the development of the case study on educational technology. Milford Lieberthal of the United States Office of Education was consulted at all levels in the development of the materials and made many valuable suggestions. Assistance from all of these sources is gratefully acknowledged.

The case studies and guidelines are in no sense considered a finished product. They will be greatly modified and extended as the result of the thinking and discussion growing out of the institutes. We will welcome your comments and suggestions.

Robert A. Luke
Executive Secretary
NAPSAE

June 15, 1967

CASE STUDIES

CASE STUDY NUMBER ONE

BRINGING ABOUT CHANGE IN A HIERARCHY

You are the director of adult basic education in a city of one million inhabitants. The school system is fiscally independent. Prior to the passage of the Economic Opportunity Act, the adult program had been largely vocational in nature with a few non-vocational classes supported on a fee basis. The director of adult education, your present boss, is the administrator of the overall adult program--including the recent addition of adult basic education.

The advent of adult basic education has had one pronounced effect on your administrator: he is more determined than ever that the only kinds of programs he can recommend to the school board are those for which non-district funds are available (vocational funds, adult basic education funds, or tuition). The state makes no contribution to the general adult education program of the school. The local district's only contribution is office space and paying the salary of the director.

You, however, look at it differently and, in recent conversations with your director, have been urging that it may be possible--using the adult basic education program as a model--to help the members of the local Board of Education see the importance of putting some funds for program into the local adult education program. Your boss is absolutely convinced that you are wrong. He points out to you that the superintendent has a closed mind on additional support for adult education simply because he doesn't have enough tax funds available to adequately run a program of elementary and secondary education for youngsters.

He assures you he knows what he is talking about, since he is on a first-name basis with the superintendent, has known him since they both were teachers, and belongs to the same bridge club.

Your director also informed you that although one member of the Board of Education is very sympathetic to the idea of more adequately supporting the adult education program, she has been unable recently to make any headway in getting serious discussion on the question during a Board meeting. The one time the Board did discuss a specific request of the superintendent to make a $10,000 appropriation toward adult education teacher salaries, the motion lost seven to one. The assistant superintendent for instruction is very sympathetic to adult education--used to be the director of the program--but is now out of the picture so far as adult education is concerned.

Although your director has done nothing to encourage you, you see such a need for an expansion of the program--particularly adult basic education--that you constantly think of ways in which the present program can be expanded through the addition of local public funds. You decide you will try to make some plans on your own. You determine that the place to start is the field of adult basic education. Even with federal support, the community already has a waiting list of individuals wanting to sign up for the program. You also know that you have not even begun to tackle the problem of reaching the "hard-core illiterate." Even if the district matched federal funds by 50 percent, this still would not be adequate to meet the needs, let alone the 90-10 percent matching that appears on the books as presently representing the local contribution.

You feel that you don't dare mention your thoughts along this line to your director. You feel that he would think you were wasting your time working on an impossible task and that furthermore, if he thought there were any chance of its being successful, he would want the additional funds for the non-credit program, rather than for adult basic education.

As you begin to think about the strategy you must develop to try to bring about change, you decide that the first step is to make a list of all of the reasons why it is going to be impossible to change the point of view of your boss, the superintendent, and a majority of members of the Board of Education. The second step is to list all the reasons why it IS going to be possible to bring about a change.

You decide that if you figure out the means of counteracting the "against" reasons...and strengthening the force of the arguments that exist for gaining additional support, you will have the first part of your planning done.

The forces you identify that are operating against you in trying to bring about an increase in the local appropriations are:

a. The superintendent seems to sincerely believe that public education is for boys and girls. You feel in your heart that your director feels so too, even though he hasn't said so in so many words.

b. Funds are limited. A raise in the mill levy is already overdue. The only reason a special election has not been held is that the Board feels it would not be successful. The tax-payers' revolt is on!

c. You do not have any means of direct contact with either the superintendent or any member of the Board of Education.

The forces which would be favorable toward an increase in local funds for the adult basic education program are as follows:

a. You work closely with the director of public welfare and the public employment service. Key people in both of these agencies have convinced you that a strong, logical case for adult basic education can be made in terms of reducing the welfare role. You are certain it will be easy to demonstrate that $10,000 put into the

program will literally "save" the community much more than that in tax funds.

b. You are well acquainted with the way the national adult basic education law was passed. You know that Congress was encouraged to vote for this program, not so much by the arguments presented by educators, as by the testimony of individuals vitally concerned with the Nation's manpower shortage.

c. As a result of your activities in the community in making arrangements for adult basic education classes to be held in public housing centers, labor halls, churches, etc., you are building up acquaintances--some of whom are influential people--who are 100 percent convinced of the importance of your program.

d. There are persons in the State Department of Education you can call upon for both moral support and for help in planning next steps. Through the State Association of Adult Education Directors, you had an opportunity to meet with other individuals like yourself--some of whom have a more forceful director to report to. The director of the state adult education program, you believe, will go to bat for you if you need him.

e. Your personal relationship with your director is very good. He was a senior high principal when you took your first teaching assignment--and you play golf together whenever you can take time off.

f. The commissioner of public safety is a member of your church. When you sat next to him at one of the monthly men's group meetings, you got on the subject of extending the adult basic education program as a

means of improving the traffic safety record. He said he wanted you to come by sometime and talk to him about getting an adult basic education class started in the City Jail.

g. Although the community action program has not had a literacy project, you know a number of people working in it, and feel that you can call on them for support. You are a member of NAACP and are sure you can count on the support of the people interested in civil rights.

You are now faced with these questions: How shall I begin to plan a strategy to bring about a bigger appropriation? What allies shall I use? How can I involve people most effectively--those against me and those for me-- in acting to strengthening the forces that will assist me in my determination to strengthen adult basic education within the school system? If I tell my director what I am up to and he orders me (in a nice way, of course) to let sleeping dogs lie--what do I do? Is it ethical if I "island hop"--skip over the hard-to-convince officials and talk directly to those more sympathetic? How can a wide spectrum of community influence be developed? Can students and those who deal with them (employer, teacher of their children, etc.) be utilized?

To put it simply: How can I remove or reduce the liabilities standing in my way? How can I increase the assets?

CASE STUDY NUMBER TWO

EDUCATIONAL TECHNOLOGY

A. Introduction to the Case Study

Educational technology means (1) a systematic analysis of student needs, (2) a statement of program objectives, (3) a plan for learning sequences derived from the analysis, (4) selection of appropriate methods and media and (5) evaluation for program modification. Student needs are determined with the assistance of social scientists, such as psychologists, anthropologists, and communication theorists, whose discoveries make educational planning possible.

The plan or program design employs techniques and methods of instruction including programmed instruction, team teaching, video tape recorders and the range of audio-visual media. These supplement the teacher's own planning and teaching arts.

Space technology has been discussed in popular literature and serves for comparison with educational technology. Many sciences contributed to determining the requirements for space exploration, such as physics, chemistry, and mathematics. These were translated into the specific objectives of rocket production elements. Space technologists then selected the most efficient materials and methods of construction and experimentation in their planning, constantly feeding back information to achieve the most effective system. When all systems are "GO," those systems have been through many phases of analysis to achieve a functioning space vehicle.

Educational technology suggests that the techniques of planning that were effective for space exploration can be applied to the learning situation. Social scientists have supplied us with the tools of analysis, and industry has provided us with the media to make that application possible.

The case study presented below (Part B) develops a problem involving educational technology and a systems approach to solving typical problems encountered in structuring an adult basic education program. Part C indicates some of the practical questions of planning and administration within the case situation. Part D outlines the basic elements to be considered for solution of the problems and which involve the minimum steps of: (1) planning (or replanning), (2) developing (or redeveloping) the instructional program, and (3) budgeting.

B. A Case Study

You are the local director of adult basic education in a community of 200,000 population. You have five full-time teachers and a day and evening program. All classes are held in three different elementary schools in the economically depressed area of town. The school system did not have a program of non-vocational adult education until it applied for federal funds in the spring of 1965, to begin a program of adult basic education. You were asked at that time to become the director of the program and had the good fortune to attend one of the regional training institutes held that summer. This provided you with a pretty good picture of what adult education was about, gave you a lot of useful information and you met many potentially helpful resource personnel.

Your program has progressed nicely and, at the present time, you have more students on the waiting list than you have funds for providing classes. You also have an adequate supply of commercial textbook materials. You have access to the school film library and audio-visual equipment.

The reason for the adequate supply of text material is twofold: First, your state director last year reallocated to your school program on May 1, some additional funds. You felt it wiser to spend this money on materials rather than set up classes which could not operate for more than two months. The second reason that you have a more than adequate supply of commercially prepared instructional materials is because you have a creative teaching staff; the teachers do make great use of other kinds of materials for instructional purposes--daily newspapers, hobby magazines, public health bulletins, goverment forms, job applications, etc. Add to this the fact that, with no carryover funds, your program had to be cut back during fiscal 1968.

But now, history seems to be repeating itself. The state director came to you on May 1, and said that he has an additional $3,000 for you to utilize for expenditures to July 1. Because of your participation last year in one of the nine regional training institutes, you felt that these additional funds should go this year into the purchase of additional equipment.

While you have constant access to an overhead projector from the central school system, it does involve twenty-four hours' advance scheduling. You feel that you should probably purchase two of your own. Also, you are quite intrigued with the idea of purchasing a video tape recorder. At the present time you are not completely certain how it would be used, but know that if it were available, it would be used.

And there is the question of tape recorders. Several teachers have, at one time or another, indicated to you that it would be helpful to have a tape recorder in their room at all times even though, so far as you know, no one has ever been without one if they requested it.

All of these purchases added together would come to about $5,000. How can the priorities be determined?

Obviously, a meeting with your faculty is the next step. However, rather than simplifying the decision-making process, the meeting compounded your problems.

At first, everyone was enthusiastic and eager to go along. When the hard question of what should be purchased had to be faced, the going got rough. One of your teachers felt that since the school system already had a general purpose computer, and since it was probably certain that computer assisted instruction in the field of adult education would rapidly develop in the next decade, rather than buying new equipment now, which might soon become obsolete, the available funds should be used in leasing a console and setting up a training program on computer-assisted instruction. This view was strongly opposed by you on the basis that there were no CAI programs in adult basic education available -- at least, you didn't think so. This idea was also laughed at by another of your teachers who said he was convinced that the members of the staff were not now using to full capacity the equipment already available. He also indicated that in his opinion it was an extravagance to have a tape recorder in every class because of the relatively small amount of time they would be in use. He further made the point that teachers would use equipment such as a tape recorder and overhead projector only if forced to make long term instructional plans which would include the use of this equipment. In summary, he said, "We aren't teaching now half so well as we know how."

Another teacher raised questions about the purchase of a video tape recorder. He said he knew that the speech and drama department of the "day school" already had one, which potentially was made available to maybe 2,000 students in the four high schools during the school year. He suggested you try to borrow that one when you needed it. He asked how it would look if you had one for your entire program. Would the superintendent of your school and members of the board permit your

requisition to pass through if they were aware of this situation? You began to wonder--would the state department approve?

One of the teachers felt you should decide on the purchase of the video tape recorder and adjourn the meeting. Another thought the money should go into higher salaries.

As the meeting gained momentum, you became more and more impressed with your responsibility for the wise use of public funds. Were you suddenly excited about the possibility of purchasing additional equipment because you had seen it so effectively demonstrated at the Institute last summer? Were you really convinced as to how best use it in your program? Were you unduly excited because money was at hand?

To meet the deadlines imposed upon you both by the state and your own purchasing system, it will be necessary for you to reach a decision within the next two days. What should you do?

C. Problems You Face

Listed below are some of the problems you initially see as implicit in the situation. Before working on them, read carefully section D, "An Approach to Problem Solving." This will give you a procedural framework for working on the problems.

Should you:

1. Hold another staff meeting? If so, what should be the agenda?
2. Gather additional information? If so, where would you get it and what new data is needed?
3. Seek the recommendation of the audio-visual personnel in your school system?
4. Make up your own mind and plunge ahead and purchase the equipment. If so, what equipment would you purchase? Why?

5. Let the additional funds lapse?
6. Set up additional instructional programs for two months, hoping that you would find the funds to keep them going?
7. Set aside half the money for an on-the-job training program for your staff, and then use the remaining funds for an "under-the-wire" purchase in late June?
8. Try to figure out (or even ask point blank) what was the reason behind the various responses of your teachers in the faculty? Could any of them have been "escapees" from wanting to bother with new things? Could some of them have been indirect efforts to put more pressure on you to be more creative?
9. Other alternatives?

D. An Approach to Problem Solving

The following is a suggested step-by-step procedure for solving the problem reflected in the preceding case study. Compare your approach with this system.

A. Planning (What is to be done? By whom? With what resources?)

1. The local director establishes a planning group, including five teachers and himself.
2. The local director obtains an inventory of the audiovisual equipment now available.
3. The combined experience of the teaching staff is assessed, summarized, and prepared for distribution.
4. The local director outlines his solution.
5. The director calls a committee meeting to develop a reasonable program for presentation to the state director for his approval.

B. Developing the Program (How will the adult basic education learner move toward the stated objective of changing in his proficiency in the desginated skills?)

1. Establish learners' terminal objectives in behaviorial terms. (What will the learner be able to do after completing the adult basic education training program?)
2. Determine content.
3. Select materials.
   a. printed
   b. non-printed
4. Determine methods of presentation.
   a. Normal classroom procedure
   b. Programmed instruction
   c. Audiovisual equipment
   d. Community study (field trips)
5. Identify staff assignments.
   a. Plan for in-service training
6. Select tests (learner)
   a. Pre and post tests
7. Plan for a continuing evaluation for possible future revisions.

C. Developing the Budget (What the program will cost? equipment? personnel? material?)

1. Capital expenditures (new equipment).
2. Expendable materials (supplies, rentals, etc.).
3. Salaries of staff.
4. Estimated cost per trainee.

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Now, back to the problems stated in Part C. What new ones do you see? What new or alternative procedures do you plan to use? What problems may be resolved, simply as a result of the way of conceptualizing about a problem that has been set forth in Part C?

CASE STUDY NUMBER THREE
INTER-AGENCY COOPERATION

You are the director of a well-established county adult basic education program in a county of 200,000 people. You have an administrative staff of three.

You are satisfied with the work of your staff and feel that the program is going well. You have spent all the funds available--and could use more.

The school board and superintendent back your program and you have reason to feel that there is broad community support for the program. You work closely with the public welfare authorities, the state employment agency, and the leadership of civic, nationality, civil rights, and racial groups. You get along well with the State Department of Education staff. The state university conducted one leadership training program for you. You have not seemed to find much in common with the county junior colleges, but then they offer a program which is organized completely on the post-secondary level. Neither have you worked closely with CAP. A program tried to get started in the early days of OEO, but soon all the efforts seemed to be centered in programs organized around the metropolitan area.

You realize that in a community with 35,000 undereducated adults, your program--total enrollment of 1,250--is only scratching the surface. You have not reached the hard core of the Spanish-speaking individuals in your community, who have less than a fifth-grade education, but you

do feel that you have successfully made the first inroad. You have employed a Spanish-speaking teacher of homemaking--a woman of Spanish-American descent--who has been assigned the task of moving about the county and beginning to interest the wives of the agricultural workers in simple housekeeping shortcuts and get them interested in reading the food advertisements. You fear that perhaps your state director won't approve this "class" but decided to cross that bridge when you come to it.

When you first began the adult basic education program in 1965, there were a few months of tension with a group, sponsored by a local church, which was supplying literacy instruction to some of the individuals living in the Spanish-speaking community. The teachers of this group were non-paid volunteers. They received funds for instructional materials from the church, and were successful in reaching individuals living in the most deprived part of the county.

When it was announced that federal funds were available for adult basic education, the group immediately applied to the State Department of Education for funds to run its program. They were referred to you, and the fact that you offered "cooperation" rather than "cash" did nothing to cement cooperative relationships.

Each program went its own way for a while--the school getting underway with the program supported largely out of federal funds--the "volunteer" program from funds provided by the church organization. Cooperative relationships began when one of the volunteer teachers in the church program group recommended to several students who had mastered some of the basic essentials of reading and writing, that they go to the adult basic education class sponsored by the public schools, and meet at the public housing development, for more advanced instruction. This began a process of cooperation that involved sharing of materials, including the voluntary teachers from the church participation in the

county's organized training program, and the sharing of recruitment information.

Because the program seemed to be going so well, your primary concern--until three weeks ago--was in trying to secure additional funds. There is no state aid available, but you did manage to secure an additional $70,000 in local funds to keep the program during 1966-67 at the same level it was during 1965-66, a year in which you received $70,000 more from the state than you were sure of in 1966-67.

But now, suddenly, you are faced with what you feel is the most serious problem you have encountered. Three weeks ago, one of the county commissioners congratulated you on the program you had started at Mesa County Junior College. He bluntly asked, "Where did you find the gold mine?" You had to confess that it was all news to you. Many members of the Mesa County Junior College faculty were friends of yours; however, you had not been in touch with any of them recently.

You quickly called Mr. Santarios, the Dean of the Community Service Department at the junior college, for more information. He told you that a representative of the U.S. Office of Economic Opportunity, together with several people from the Governor's office, had talked to him recently about the desirability of the college's sponsoring an intensive demonstration program for the migrant workers. When pressed for details on how the program would operate, the dean was necessarily vague, pointing out that the first conference had only been in terms of general goals. He did indicate, however, that it involved hiring a director at about $21,000, a director of research at $18,000, a curriculum specialist, and eight to ten teachers. Mr. Santarios indicated that full details of the program were now being worked out by the college's administrative vice-president, and he would have more information about it when the next meeting would be held. He acknowledged that he should have talked to you about this when the state people were down, but that it had simply not occurred to him at the time. He promised to keep you informed.

Your next move was to call your state director of adult basic education. He knew nothing about it, but said he would check around for you. His first hunch was that it was a special project funded directly by the Adult Education Branch of the U.S. Office of Education. Later, however, he called back to report the following facts:

1. An editorial had recently appeared in one of the newspapers on the seriousness of illiteracy in the state. It had been read by the Governor. He became immediately concerned and asked his administrative assistant to find out what federal funds were available to make an attack on the program. Preliminary investigation indicated that an anti-illiteracy program was part of the War on Poverty, and also a responsibility of the State Board of Education.
2. The chief state school officer and the state coordinator for the Office of Economic Opportunity were contacted and asked to meet with the Governor. Both promised to cooperate, and in a subsequent conference, it was agreed that in a field as new as this, an intensive demonstration should be undertaken, perhaps involving a private contractor in much the same way the Job Corps does. Still further conversations with Washington, and with members of the State Board of Education identified Mesa County Junior College as the ideal contractor for a modern up-to-date attack on illiteracy in one of the state's most affected counties.

As a result of this information, the state director urged you to closely "coordinate" your program with the demonstration program and make sure that the two programs operate with the greatest amount of program "cooperation." He also informed you he had called the adult basic education office in Washington, and advised them of these recent developments.

At the conclusion of the conversation, you knew you would "co-operate"--but you wondered who would "coordinate" and how it would be done. Some of the questions you had in mind--and to which you hoped you would find answers during the next weeks and months were:

A. Did he, as local director, when he had "power" (i.e., access to funds and community support) exercise his power responsibility in relationship to the voluntary church center's adult basic education program? What are the differences and similarities in the ways in which the community college--and the public school adult basic education program-- approached the need for "coordination" and "cooperation"?

B. In working with the community college, what steps can now be taken to bring about the greatest amount of "coordination" and "cooperation"? What responsibility does he have? The community college personnel? The state offices? "Washington"?

C. Since so many emotional factors can become involved in moving on to next steps, what steps can be taken to reduce the emotion present in the situation? Is this more anyone's responsibility than someone else's?

D. Had there been a strong CAP program in the community, is there a likelihood that the total adult basic education program in the community might have worked out differently historically? When a CAP program exists, what is the responsibility of the local director of adult basic education to it? When it does not exist, what is the director's responsibility for initiating it?

E. What is the difference between coordination and cooperation? What are the obligations of the local director to "coordinate"? To "cooperate"?

F. Are there ethical considerations involved? If so, how are they probably differently perceived by the various parties involved?

G. How are the total number of students better served by coordination and cooperation?

H. How might a CAP director who represents the poor perceive and describe the "Establishment"? How might a local director of adult basic education perceive and describe the "Establishment"?

I. To what extent does the responsibility to "coordinate" go along with the exercise of power?

J. Are there identifiable communication procedures that are associated with the process of "coordination"? With "co-operation"?

CASE STUDY NUMBER FOUR

COMPREHENSIVE EDUCATIONAL PLANNING

A new, forward-looking, progressive Governor has just been elected chief executive of the state in which you live. He has announced publicly that he feels a massive attack should be made on adult illiteracy. The state has a population of approximately 4,550,000. Of this number, there are approximately 380,000 individuals, aged 25 and over, with less than five years of schooling. At present, the state has an adult basic education program, largely using federal funds, with an enrollment of about 50,000 students. In a press interview, the Governor said that since illiteracy had been wiped out in the Soviet Union, an equally strong effort should be made in his own state. He called in the Commissioner of Education and asked him to develop a plan which would work toward the eradication of illiteracy in the state by the end of ten years.

The state director of adult education has been named chairman of a committee that has been given three months to develop a ten-year program to eradicate functional illiteracy. The state director has in turn come to you--the director of adult basic education in a community of 300,000 people--and asked you to develop a ten-year program for your own community.

According to the census, there are 67,550 functional illiterates in your community. Approximately 3,000 individuals are enrolled in your program. You have no state-aid. The local district is contributing about 40 percent of your total budget.

What are the problems, objectives, and resources to be identified and analyzed? What mechanism to ensure implementation must be developed? What methods of instruction would you hope to use? What agencies will be involved? What administrative machinery must be utilized? What stages of development are to be followed? What teacher training methods will you recommend be employed? What is the approximate budget required for each of the ten years? What programming must be done?

GUIDELINES

GUIDELINE NUMBER ONE
THE DEVELOPMENT OF AN ADVISORY COUNCIL

1. A fundamental requirement of the adult basic education program is that the director of the program have access to the advice of a broad spectrum of individuals in the community who can assist in the recruitment of students, the development of the instructional program, evaluation, and all other aspects of required community involvement in the adult basic education program.
   The traditional approach to this process of "community organization" has been to form an advisory council which meets at stated intervals, has a complement of designated officers, and usually some written articles of procedure. The success of this method of operation depends to a large extent upon (a) the skill of the chairman or secretary of the group to involve members of the advisory council in making decisions that are meaningful, and (b) discovering ways of enabling the participants to express <u>their</u> needs and concerns -- rather than fortifying the needs and concerns of the executives of the council.
2. An alternate approach to making the advisory process work is as follows:
   a. Systematic assessment of that part of the power-structure in the community which can be influential in helping shape decisions and opinions about adult basic education. This process itself requires "advice". Representatives of target groups i.e.,

"the poor", minority groups, etc., should be included. An ideal approach to it is simply to ask the people whom you yourself consider to be a part of the adult basic education power-structure whom they themselves think make decisions. Careful analysis of these responses tends to give a rough approximation of who is influential in making decisions affecting adult basic education.

b. Once individuals who have a place in this part of the power-structure have been identified, the second task of the director of adult basic education is to begin to make himself essential to them. An appropriate place to begin is with individuals close to the concerns of adult basic education -- school superintendent, county welfare officials, law enforcement authorities, CAP Leaders, Urban League people, and all others who may have been identified as influential.

c. An approach that the director can make in interviews with these individuals is to ask each one of them two questions. The first: "What are the ways in which a program of adult basic education would be of help to you in carrying out the functions entrusted to you?" The second question is: "What are the ways in which you can help the adult basic education program gain the strength and the resources required to work effectively with you?" Following this kind of procedure, the adult education program of the public school may have a chance of being meshed in tightly with the realities of community organization.

3. Following the procedure just described, the director of adult basic education has, in effect, organized an advisory committee -- albeit one without officers, dues, or fixed meeting dates. At some point in time, it may become functional to convene members of the group in a more formal way. Guidance as to when this time does arrive --

if ever -- can be gained by asking the participants themselves the question, "Would you at any time like to sit down with other people -- like the police chief, CAP officials, county welfare director, etc. -- in further analyzing some of these questions we have been talking about?"

4. Individuals who might be considered to be either formal or informal advisers of the adult basic education program can be selected from the following groups:

   Chamber of Commerce
   Community Action Programs
   County and municipal authorities
   Ethnic, fraternal, and religious groups
   Health Department
   Ministerial Association
   National Congress of Parents and Teachers (local chapter)
   Personnel Directors
   Professional organizations
   Public libraries
   Representatives of the poor
   Research department of local schools and universities
   Sociology department of universities
   State employment service
   Trade Unions
   Vocational educators
   Welfare Department
   Men's and women's organizations, such as the League of Women Voters, Women's clubs, service clubs, etc.

5. If you decide that sometime a formal meeting of community representatives is required, it will be well to keep the following points in mind:

   a. Preparation for the meeting:

      Be sure to have available such information about your community as the years of school completed for the adult population, the unemployment data, the average family income, and other facts which you may have gathered in previous meetings with individuals represented in the group. A full description of the literacy programs already underway should be presented. Insofar as possible, try to show information on charts.

   b. Meeting agenda:

      . The meeting should be an idea-sharing session, rather than

tied to a strict agenda. Your role as adult basic education director should be to help generate participants' ideas. As the meeting moves along, interests and abilities of the members will be revealed, and sub-committees can be indicated.

- Begin by asking questions about the adult education needs and problems of the community as perceived by each of the participants. Don't strive for "agreement" as much as for comprehensiveness.
- Discuss how the Adult Education Act is related to these problems and needs. At this time, there should be a thorough exploration of its possibilities and limitations with respect to these needs.
- Before the meeting ends, be sure that members understand this is to be a continuing advisory committee to your total adult basic education program.

c. Specific ways the foregoing groups can help:

- Providing or collecting data
- Identifying, locating, and procuring facilities for pilot project.
- Providing research personnel, or recruiting personnel from other sources to advise on technical aspects of research and demonstration projects.
- Collecting instructional materials for evaluation and, within a framework of established criteria and practice, submitting materials to evaluator.
- Providing help in developing evaluation procedures.
- Providing data-processing equipment for tabulating and sorting.
- Recruiting students.

- Placement of students in jobs or in training.
- Guidance and counseling.
- Providing classroom facilities.
- Recruiting volunteers.
- Coordination with other public and private agencies.

GUIDELINE NUMBER TWO

EFFECTIVE ADMINISTRATION OF ADULT BASIC EDUCATION PROGRAMS

I. Relating Administration to Total Program

The elements of an adult basic education program consist of the following:

a. Administration

(1) Arranging for the over-all operation of the program (including the organization and maintenance of personnel facilities and fiscal operations).

(2) Maintaining and reporting the operation of all aspects of the system (including systematic training and retraining of personnel).

b. Instruction (including the recruitment and training of teachers)

c. The recruitment of students

d. Supervision of operations, instruction, and student recruitment

e. Program evaluation (including follow-up of students)

f. Guidance and counseling

II. Planning for Effective Administration

Whether your program is just beginning or in full operation, the task of planning and replanning must go on continually. Before any of the above six program elements can be effectively placed in operation, they must be planned.

Planning is a process in itself. Reduced to its simplest essentials, it involves the following:

a. A realistic assessment of specific, achievable objectives. For example, "given our present resources of personnel and our estimates of future revenue, how many students do we believe we can accommodate in our program during the next 12 months?"

b. Testing the long-range objectives in terms of their full potential. For example: "If new and different instructional methods were used, could we (a) reach more students, (b) provide more effective and efficient learning for individual students?"

c. Testing the adequacy of the goal in terms of personnel. Specifically: "If existing personnel were retrained, or new personnel of different background and experience were recruited and trained, could more students be involved for the same cost?"

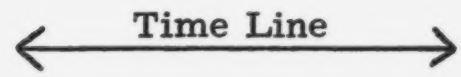
d. Testing the long-range plans with the possibility of additional financial support. Specifically: "What efforts can be made to secure additional funds? What steps should be taken to redesign the strategy of securing funds from known sources or identifying new sources?"

III. Developing a Philosophy of Administration

Effective administration of adult basic education programs requires the acquisition of specific skills, for example, being able to prepare a budget. Even more important,is the development of a philosophy of administration that is compatible with the goals of adult basic education and the principles of creative teaching that are implicit within it. Just as the good teacher knows that lecturing is not teaching and that listening is not learning, so

does the administrator know that giving orders is not administrating, and compliance is not necessarily bringing about change or growth.

Creative administration requires a dedication to the principle of involving in making decisions those who are affected by the decisions and who will be called upon to carry them out. This concept can be illustrated as follows:



(1) P D I

(2) P D I

"P" is the symbol which represents the reality that in every administrative process there are <u>problems</u> to be solved. "D" indicates the <u>decision</u> that has to be made to resolve the problem. "I" represents the fact that the decision must be <u>implemented</u>. Principles of good teaching and learning indicate that even if there is, as shown in the example above, a longer span of time between problem identification and decision-making because of the greater time taken to involve those concerned, the time needed for implementation can be reduced and, therefore, the over-all time requirement is less.

It is imperative that the administrator of the program remember that one goal of an adult basic education program -- and of its administration -- is to involve students in learning the basic skills of reading, writing, spelling and arithmetic. Even more important, he must remember that the ultimate purpose of this instruction -- and of the necessary administrative super-structure -- is to strengthen skills for living which include attitudes toward

health, occupational skills, skills of home and family living, consumer skills, and ability to relate to other individuals.

IV. Kinds of Questions Useful in Monitoring the Administrative Processes

1. What methods are presently being used to determine grade level for initial placement of adult students? Can better methods be found?
2. What procedures or tests are now being used to determine final level of achievement? How satisfactory do teachers consider them to be? Do teachers' opinions differ among themselves?
3. What kind of registration procedure do you have -- complex and formal? Or simple and informal? In whose opinion?
4. What is the extent of group counseling? Of individual counseling? How do students react?
5. What reasons do students give for dropping out? Is there any way of finding out if the stated reasons are the real reasons?
6. What standards do you use to determine a "normal" drop-out rate?
7. What methods have been found most effective in bringing adults into a basic skills program?
8. Is age used in grouping students? If "yes" how does it affect student progress?
9. Have you tried semi-literates or the newly literate as teachers of basic skills to adults? As counselors of undereducated adults? If so, how effective are they?
10. Have you tried using reading specialists as teachers of adults in basic skills programs? If so, how effective are they?
11. Have any of your teachers tried using groups of students to help other students learn? If so, how effective is it?
12. What class locations have proved most effective -- private homes, churches, libraries, community centers, factories, empty stores, the schoolroom? How do you know? How can you find out?

13. What has proved to be the best size for classes? Why?
14. What is the "best length of class session?" Why?
15. Are there any hours of the day or night, or any days of the week that cannot be used effectively for teaching disadvantaged adults in your community? Why not?
16. Do students learn more with more classes per day, fewer days per week, or with fewer classes per day, more days per week?
17. Do your teachers have a variety of learning systems and materials available or is only one system provided? Are new materials made available with a minimum of delay?
18. Are your teachers training to provide individualized instruction that employs the most recent teaching technique? To what extent can students (1) enter the program at the student's convenience, (2) obtain materials suitable to their individual achievement level and (3) progress in achievement level at the students' own pace.

GUIDELINE NUMBER THREE
THE USE OF PARAPROFESSIONAL PERSONNEL

Effective use of paraprofessionals gives the teacher more opportunity to be a teacher. The time gained can be used to plan increasingly effective instructional programs.

Individuals who can become paraprofessionals will range from students in the class to college graduates -- depending upon the tasks to be assigned.

The well-educated paraprofessional can be of great value to the adult basic education teacher, in that little or no training is required for the paraprofessional to participate in a tutorial type of instruction. The tutor can be unusually effective in helping students who are having difficulty maintaining the standard or pace at which the rest of the class is working.

Students in the class themselves can many times be used in tutorial and instructional situations with other students. Some students may be particularly well prepared in certain subject areas (economical food buying, for example) or in some occupational area relating to the world of work.

The less well educated paraprofessional can perform tasks not directly involved in teaching, such as:

1. Distributing and checking out materials, books, and registration forms.
2. Recording grades.

3. Securing, setting up and operating audio-visual equipment.
4. Inspecting and preparing equipment used for classes in art and vocational training.
5. Storing and keeping a record of textbooks, assisting the librarian make books available for adult education classes.
6. Typing and duplicating tests and materials.
7. Arranging for field trips or for resource persons to visit the class.
8. Planning and arranging bulletin boards with the advice and supervision of the teacher.
9. Producing transparencies and overlays and other audio-visual materials.

Frequently, paraprofessionals with limited professional skills can be very helpful in both recruiting and certain kinds of counseling. The paraprofessional who is a member of the subculture group for whom an adult basic education program has been planned will be accepted by, and communicate with, members of the subculture far more easily than an "outsider". Similarly, the individual who himself has gone through the adult basic education experience is frequently able to more effectively provide insight to his peers about the importance of a basic education than an individual with more advanced educational background.

The tasks of a paraprofessional will vary from grade to grade, class to class, and district to district. However, four basic levels of skill requirement for the paraprofessional can be generally identified:

A. Assignments which include all physical or unskilled duties such as taking roll, making stencils, cutting paper and collecting materials.

B. Semi-skills and less physical duties, such as securing records, films, and books, preparing bulletin boards, and pronouncing and spelling words.

C. More abstract skills, such as arranging for resource persons, planning field trips, assisting students in the library, and previewing audio-visual materials, and helping plan lessons with the teacher.

D. Tutoring and assisting, under supervision, in the teaching process.

A training program developed by the district should fully involve in its planning the teachers who will use paraprofessional personnel.

Training teachers to use paraprofessionals should include such topics as the following:

1. How to effectively establish routine daily duties.
2. How to effectively schedule the work load of paraprofessional personnel.
3. Identifying tests and papers that can be graded by non-professional personnel.
4. Establishing broad areas of work responsibility.
5. Criteria to be used in differentiating levels of tasks as identified in A, B, C, and D above.

The training program that the paraprofessionals themselves participate in will, and should, vary according to the use to which these individuals are to be put. To develop a local training program, the following factors need to be considered:

1. What kinds of paraprofessionals need to be trained? Aides in the teaching of English? Of mathematics? Of consumer education? World of Work? Family relationships?
2. What will the functions of the paraprofessionals be? Typing, tutoring?
3. Will their functions be specialized or diversified? Typing and/or tutoring?
4. Will they work with one teacher or several?

To be successful, the paraprofessionals not only should be fully trained, but the teacher must be fully prepared to efficiently put the paraprofessional to use.

GUIDELINE NUMBER FOUR
THE USE OF COMMUNITY RESOURCES

If the primary reason for the existence of an adult basic education program is to attempt to bring about change in people so that they can more fully participate in the mainstream of society, then the director of the program has a responsibility to make the best possible use of the resources in the locality where the students are being trained. Any educational program -- adult basic or otherwise -- which operates in isolation from its community,not only runs the risk of being insensitive to local needs,but also fails to get the benefit of a wide range of potentially valuable resources.

The key to getting community help for an adult basic education program is to make an active effort to involve the people in the community. This means asking for their support, saying to them essentially, "We are administering a program of adult basic education. Although we are doing the best we can, we feel that with your help, the program could be improved."

This might ultimately result in naming an advisory committee, or a steering committee, or a local adult education council, or simply contacting a variety of people on an informal basis in order to get their thinking and their help. Whether the people consulted become formalized as a group or not,is insignificant. The important factor is that no potential source of help is overlooked.

Some of these sources might include the following:

libraries
labor unions
churches
service groups
social welfare agencies
civil rights organizations
senior citizens
other educational agencies
the media -- newspaper, radio, television
political organizations
YMCA, YWCA, Girl Scouts, Boy Scouts
community action groups
business and industry
Chamber of Commerce
Junior Chamber of Commerce
Junior League
nationality associations
luncheon clubs -- Lions, Kiwanis, Optimists, Rotary, etc.
League of Women Voters
representatives of city and county government

Of course, this list will vary considerably from community to community, and within each community it will be continually evolving and changing. Furthermore, the local director should be aware that the temptation is often great to "go it alone" without working with the kinds of people or groups mentioned in the above list. Involving a broad spectrum of the community is a time-consuming and often a frustrating process, but it can produce dramatic results.

Community resources can be used in many aspects of an adult basic education program, including the following:

publicity and promotion
recruitment of students and staff
field trips

registration
follow-up
teachers' aides
financial support
coordination with other programs
community acceptance

More specifically, representatives from community organizations can assist the teacher to bring "reality" to the classroom. For example, a representative of the state employment office might discuss the services of that agency with ABE students. He could also be helpful in describing effective techniques of job hunting. A lawyer might discuss legal services available to low income people through the Legal Aid Society or the local CAP. The manager of a supermarket could discuss best buys of the week. Other individuals from community agencies could arrange visits to the union hall, recreational centers, and local industrial plants.

In the final analysis, any local program of adult basic education is only meaningful to a community to the extent that it is a part of that community. If the local director does not make every possible effort to tap a wide range of the available resources in that community, he is not keeping faith with his charge to develop a community-oriented program tuned to the needs of the undereducated adults being served. Furthermore, total community involvement is the best single way to move adult basic education away from a peripheral status and into the mainstream of education in that community.

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